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71-5253

19 October 1971

MEMORANDUM FOR: Director of Planning, Programming, and
Budgeting

SUBJECT : Draft Revision of DCID 1/2

1. [REDACTED] secured subject document for me after I expressed curiosity about it. I offer a few comments for possible passage to [REDACTED]

2. The initiative that led to this is only to be commended. It is indeed an attempt to state the relative priority of some of our intelligence objectives, which can be useful for evaluation, for resource allocation, and even for command attention. This is obviously a first cut at the effort, but it is a welcome and necessary one--however much it may suffer in the course of continuing consultation on whether and how to apply it.

3. The above being said, I do have a few suggestions. Some of these are essentially tactical in that they discuss the way the problem is presented rather than the substance. In addition, I have a few thoughts on the substance.

4. An over-all reaction is that the effort is too long and repels the policy-level reader (who is its target). I believe it combines what should be in the DCID with what should be in an explanatory implementation manual. Surely we do not need to explain every item in the formal DCID itself. A number of the items could be included in implementing instructions at the staff level, not requiring the formal procedures of the USIB and DCID.

5. I also question whether the effort should be approached as one "promulgated as guidance to intelligence managers and planners in resource allocation." This automatically raises too many hackles. Rather, I think the approach can be merely a straightforward presentation of U. S. intelligence objectives and priorities. The uses to be made of it are potentially many, and they include many others than

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resource allocation. Thus I suggest it merely state that these are the U. S. intelligence objectives and priorities for the general guidance of the community (paragraph 1).

6. The listing of the categories of objectives is, I think, faulty in one respect. While I agree that "Warning" should come first, I believe that "Political" should come next. The detailed objectives referring to different types of military threat, economic problems, etc., can follow.

7. With respect to paragraph 3.b. on page 2, I suggest that the outline also refer to the intelligence needs of the White House, State Department, and the economics-oriented elements of the U. S. Government. The current context places almost total stress on the military. While this is an important element served by U. S. intelligence objectives, it should not be presented as the sole interested party.

8. Some better relationship between nine general headings, seventy-one objectives, and possible additional departmental intelligence objectives should be worked out. This is particularly needed in Annex B, which otherwise repels by its apparent detail. Thus I think that an appropriate priority could be given to the over-all category in most of the countries listed, going on to a breakdown into the individual objectives only in areas where this is particularly appropriate. This would make the whole exercise much more manageable by the user, who otherwise is at somewhat of a loss when faced with minor variations in priority among different subelements of the same general category in a single country. In a sense, you have tried to do this in eliminating a great amount of the detail under "Strategic Nuclear And Theater Nuclear Warfare" for most of the countries, as well as from the "Warning" category for many of the more peaceful countries. Aside from being clearer, this might also achieve a greater degree of receptivity in the reader, which would be all to the better. It should then specifically allow any single department to go ahead for its own purposes and define in greater detail the degree of priority its services (not the community) should give the various component objectives of the over-all category. This would then be a way of giving general guidance to the individual department but allowing it, within this community objective priority, to state the comparative priority of the individual objectives.

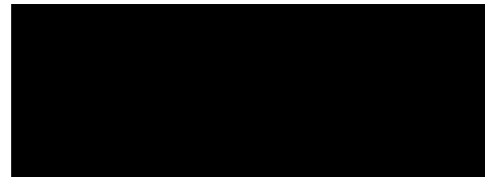
9. On page 5 I suggest specific addition of the priority "Blank" as indicating that the item is not applicable or that there is no interest. This is stated on the previous page, but it would have more impact if placed in the basic explanation.

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10. I have not done a detailed review but only a cursory one of the grading system. It reveals, I believe, a tendency to reflect our current security preoccupations in the Bloc, Europe, and the Pacific, and to carry these gradings over into the political and economic areas. This is particularly the case when one compares the priorities stated for these subjects in the Middle East. Again I believe this reflects the basic security context in which this grading system seems to be approached rather than reflecting at least equally the political and economic preoccupations of the White House and the nonsecurity agencies. I think that a careful review of the grading system might be made with this thought in mind. This would be facilitated if the job could be approached via the categories rather than the individual objectives.

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William E. Colby
Acting Executive Director-Comptroller

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Next 46 Page(s) In Document Exempt

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Remarks:

Attached is [REDACTED] draft revision of DCID 1/2 which I mentioned to you.

The draft is out to USIB member agencies for coordination prior to being submitted formally to USIB for adoption.

I think you will agree that a lot of thought has gone into it and that it lays the groundwork for adaptation and expansion to meet our needs -- whether or not it ever gets USIB blessing.

[REDACTED]

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